

APPENDIX 1 RECOVERY AND REENTRY

PARTICIPATING AGENCIES:

Washington State Department of Agriculture
Washington State Department of Community, Trade and
Economic Development
Washington State Department of Ecology
Washington State Department of Fish and Wildlife
Washington State Department of General Administration
Washington State Department of Health
Washington State Governor's Office of Indian Affairs
Washington State Department of Labor and Industries
Washington State Military Department
Emergency Management Division
National Guard
Washington State Parks and Recreation Commission
Washington State Patrol
Washington State Department of Transportation
State of Oregon
Energy Northwest
Umatilla Chemical Depot
United States Coast Guard
United States Department of Energy –Hanford Site
American Red Cross
Environmental Protection Agency
Federal Emergency Management Agency
Nuclear Regulatory Commission
Province of British Columbia
Washington Volunteer Organizations Active in Disasters
Other Volunteer Organizations

I. INTRODUCTION

A. Mission

This Appendix to Emergency Support Function (ESF) 21 – Recovery, is designed to identify those actions that state agencies must take to support themselves, other state agencies, and local jurisdictions, and to coordinate emergency recovery activities at the conclusion of the response activities. This Appendix will provide state and local jurisdiction emergency management personnel with operational guidance in order to effectively manage recovery activities in the aftermath of an emergency or disaster.

B. Purpose

The purpose of this Appendix is to support ESF 21 and the policies for effective coordination to accomplish recovery tasks resulting from a natural or technological emergency or disaster.

C. Scope

This Appendix describes the various categories of emergencies likely to occur and the actions required to manage the effects of the events. The Appendix is based on certain assumptions and the existence of specific resources and capabilities that may be subject to frequent change. Actual measures taken by the state to support local jurisdictions will be tailored to each emergency. Some deviation in the implementation of this Appendix may be necessary to protect the health and safety of the public. In addition, this Appendix presents the concepts under which the state and the local jurisdictions will conduct recovery operations, and:

1. Recommend responsibilities of elected and appointed officials.
2. Recommend the various roles and functions of state, county and city agencies, private industries, volunteer organizations, and civic organizations.
3. Create a framework for the effective and coordinated use of federal, state, and local jurisdiction resources.
4. Reentry, which may be initiated during response and recovery, entails the temporary, short-term admission of individuals to a restricted zone, by local or state authority, for the purpose of performing some essential task (for example, emergency workers performing search and rescue operations, or a farmer returning to an area to feed his livestock). Reentry includes those actions leading up to the reoccupation or use of previously restricted zones after the hazard has been reduced to acceptable levels.
5. Recovery efforts return vital life support systems to minimum operating standards. Long-term activities are designed to return life to normal or improved levels, including some level of economic viability. These efforts will include:
 - a. Rapidly assessing immediate emergency needs.
 - b. Providing food, water, clothing, shelter, and medical supplies.
 - c. Providing security to evacuated areas.
 - d. Coordinating information and instructions to the public.
 - e. Providing outreach efforts to ensure that all victims have been identified and that their needs are being met.
 - f. Conducting detailed damage assessments to determine the need for supplemental federal assistance.
 - g. Relaxing protective actions and coordinating return to evacuated areas.
 - h. Restoring essential public facilities and services.

- i. Coordinating resources and materials.
 - j. Coordinating volunteer organizations.
 - k. Coordinating information and instructions to the public.
 - l. Identifying post-disaster hazard mitigation activities to reduce future risks.
6. The term recovery is used to refer to the entire group of activities undertaken to prepare a previously contaminated and restricted zone (or area) for reoccupation and/or use.
- a. Rebuilding or returning public infrastructure damaged by the emergency.
 - b. Reestablishing an adequate supply of housing to replace that, which was destroyed.
 - c. Returning workers to their jobs or assisting workers to find new jobs or types of employment.
 - d. Reestablishing the economic base of the disaster areas.
 - e. Identifying and implementing long-term mitigation measures such as land use and building codes.

D. Plan Reviews and Updates

- 1. The state and local jurisdictions' recovery plans and implementing procedures need to be reviewed as a part of the *Comprehensive Emergency Management Plan* (CEMP). The review is performed to ensure compatibility and compliance among the concepts and commitments included in the state and local jurisdiction plans, federally recommended criteria, and state regulatory requirements. Items requiring correction will be handled during the next scheduled revision, or immediately, depending on the seriousness of the item. Updated demographic data, including special populations and programs, will be incorporated into these plans in the year following their availability.
- 2. Plan revisions may be made at anytime to correct deficiencies identified during the review cycle, or during training, drills, exercises, or real events. Revised pages should be dated and the text marked to show where changes have been made. Revisions will be sent to all plan holders.
- 3. Letters of agreement among program participants are to be reviewed and updated as required.

II. POLICIES

A. Recovery Activities

Recovery activities are operational in nature and begin while response operation activities are still underway. For most events, these activities will begin in the state Emergency Management Division's (EMD) Emergency Operations Center (EOC) as staff work to assemble data on the extent of damages. If warranted, the Military Department Director may recommend that the Governor seek federal disaster assistance, which may include a Presidential Disaster Declaration. Recovery activities for state, federal, and volunteer agencies will be coordinated by a joint state/federal Disaster Field Office (DFO), if and when it is established. For some events the state agencies may have the lead in recovery activities due to the nature of the event.

B. Catastrophic Disasters

In the wake of a catastrophic disaster, the Governor will direct the formation of the Washington State Recovery and Restoration Task Force (RRTF). RRTF members are further explained in Tab A, of this Appendix. The state EMD will coordinate support for the RRTF, as necessary. If a DFO is established, the activities of the RRTF and the DFO must be coordinated. The purpose of the RRTF is to:

1. Recommend and coordinate efforts to generate confidence and normalcy in the safety, distribution, and acceptance of state products and commerce within the state, intrastate, and internationally.
2. Assure minimal safety and health standards are achieved.

C. Events Involving Terrorism, Bio-Terrorism, Hazardous Materials

Emergencies or disasters involving radiological materials or hazardous materials or terrorism require special attention. Activation of the RRTF can be expected following a fixed facility radiological or chemical event.

D. Authorities

1. Chapter 38.52 Revised Code of Washington (RCW), Emergency Management
2. 44 Code of Federal Regulations (CFR) 350, Federal Emergency Management Agency (FEMA)
3. 10 CFR 50, Appendix E (Emergency Plans for Production and Utilization Facilities)
4. Nuclear Regulatory Commission Guidance (NUREG) Document 0654/FEMA Radiological Emergency Preparedness (REP) 1
5. Chemical Accident/Incident Response and Assistance (CAIRA) Plan for the Army

6. FEMA and Department of Army Guidance for the Chemical Stockpile Emergency Preparedness Program (CSEPP)
7. Chapter 69.04 RCW, Embargoes of articles
8. Sections 43.06.270, State of emergency—State militia or state patrol—Use in restoring order, and 43.43.030 RCW, Peace officers
9. Title 47 RCW, Public Highways and Transportation
10. Chapter 70.98 RCW, Nuclear energy and radiation
11. Chapter 70.105 RCW, Hazardous waste management

E. Assignment of Responsibilities

1. Agency responsibilities for emergency management are included in the state CEMP, Basic Plan, Section V - Responsibilities.
2. This Appendix outlines state, local jurisdiction, and facility responsibilities for reentry and recovery.

III. SITUATION

A. Emergency/Disaster Conditions and Hazards

1. A significant natural or technological event may cause immediate life-threatening situations requiring prompt actions. Depending on the type and extent of such an event, emergencies may cause undesirable long-term health effects, property damage, and contaminate animals and food above established health standards.
2. A disaster may overwhelm the capabilities of the state and its political subdivisions to provide prompt and effective relief measures. Transportation infrastructure may be damaged and local transportation services may be disrupted. Commercial telecommunications facilities may experience widespread damage, impairing communication among governmental agencies.
3. Homes, public buildings, and other critical facilities and equipment may be severely damaged or destroyed. Debris may make streets and highways impassable. The movement of emergency relief supplies and resources may be seriously impeded. Public utilities may be damaged and rendered partially or fully inoperable. Many state and local jurisdiction emergency personnel may be victims of the event, preventing them from performing assigned duties.
4. Thousands of victims may be forced from their homes, and large numbers of deaths and injuries could be expected. Many victims may be in life-threatening situations requiring immediate rescue and medical care. There may be shortages of supplies necessary for emergency survival.

Hospitals, nursing homes, pharmacies, and other health/medical facilities may be damaged or destroyed. The number of victims requiring attention may overwhelm medical and health care facilities that remain operable. Medical supplies and equipment may be in short supply.

5. Damage to fixed facilities that generate, use, store or dispose of hazardous materials could result in the release of hazardous materials into the environment. Food processing and distribution capabilities may be damaged or destroyed. There may be widespread disruption of energy sources, resulting in prolonged electric power failure.
6. Disaster conditions that trigger a variety of hazards can produce corollary impacts. A hazard identification and vulnerability analysis will assist in the identification of possible combinations of disasters that feed on each other. A hazard identification vulnerability analysis summary matrix is provided at Figure 4.

B. Natural Hazards Identification (See *State of Washington Hazard Identification and Vulnerability Assessment*.)

C. Technological Hazards (See *State of Washington Hazard Identification and Vulnerability Assessment*.)

D. Planning Assumptions

1. An emergency or disaster has occurred. Actions to implement this Appendix will begin before emergency conditions subside.
2. The emergency or disaster has caused significant damage so as to require recovery activities. These damages may have caused the loss of life support systems and the loss of regional economic, physical, and social infrastructures.
3. The state EOC may be activated and fully staffed and the Governor may have issued a Proclamation of Emergency directing the implementation of the state Emergency Operations Procedures to ensure proper coordination of initial response and recovery activities. The state EOC may support local jurisdiction requirements and requests for assistance that are beyond the local jurisdiction's ability.
4. It is assumed that the magnitude of the event will be such that effective response and recovery will be beyond the capability of the state and its political subdivisions. The Governor may have requested federal assistance. Federal resources may have been deployed to the state to provide assistance to the state and local governments.
5. Releases of radioactive or other hazardous materials from fixed facilities such as the United States Department of Energy-Hanford Site (USDOE-Hanford Site) and Columbia Generating Station, or chemicals from the Umatilla Chemical Depot (UMCD) may occur that could greatly affect the public health, property, environment, and economy of Washington State.

6. Many state and local jurisdiction emergency response personnel will suffer damage to their homes and personal property and will themselves be victims of the event. There will be competition from citizens and communities for scarce resources

IV. CONCEPT OF OPERATIONS

A. General

1. The Governor is responsible for providing direction and control of all state activities during and after an emergency or a disaster. (RCW 38.52 and 43.06), including issuing a Proclamation of Emergency, when appropriate. Authority to coordinate response and recovery activities is assigned to the Adjutant General, Washington State Military Department. This authority may be subsequently delegated to the Director of EMD.
2. The Governor will direct state agencies to implement recovery activities upon the Proclamation of Emergency.
3. Residents and/or businesses in the affected area(s) will be allowed to resume normal activities when approved by appropriate elected authority.
4. Financial assistance for residents and/or businesses experiencing damage due to the event may be available following the emergency or disaster.

B. Direction and Control

Decision authority in all phases of recovery rests with elected officials of the jurisdiction(s), over which they have authority, impacted by the event. Their emergency management staff and all necessary agencies will assist them. In any major disaster, however, their resources may be quickly overwhelmed and will require external assistance.

1. A joint federal/state DFO will be established by FEMA to coordinate assistance issues for individuals, businesses, and public agencies impacted by the disaster. Federal and state agencies will participate in the recovery efforts of this activity in coordination with local agencies.
2. A Recovery Resource Group (RRG) may be formed for CSEPP events, at the request of the senior locally elected officials, to provide technical, operational, and logistical support from state and federal agencies to the local jurisdiction.
 - a. The purpose of the RRG is to assist the local jurisdictions with recovery planning, recovery public education, and support of local jurisdiction recovery activities. The RRG should have representatives from members of the local jurisdiction decision-making body, the state and the lead federal agency. These representatives will assist the decision-makers by gathering technical data and making recommendations. They may be

augmented by Federal Agency Representatives (FARs), State Agency Representatives (SARs), County Agency Representatives (CARs), and the On Scene Commander (OSC) or Service Response Force Coordinator (SRFC) when the disaster involves a CSEPP event.

- b. The group will be required to make recommendations to local authorities on issues such as:
 - (1) Assessments of each organization's ability to recover from a disaster and operate effectively.
 - (2) Systems and procedures for improving coordination and cooperation through effective use of resources with other local organizations, other communities, and the state and federal governments.
 - (3) Recovery plans review.
 - (4) Recovery plans coordination with the represented organizations.
 - (5) Public education.
 - (6) Coordination of organizational assets during and after a disaster.
 - (7) Participation in damage assessment.
 - (8) Participation in the recovery process to help citizens return to normal life as soon as possible.
3. A RRTF may be established by the Governor to coordinate recovery and ensuing mitigation efforts and to advise state government on appropriate policy decisions. Membership and specific responsibilities of the RRTF are described in the CEMP, Emergency Support Function (ESF) 21, Recovery.
4. EOCs will be operational at local, state, and federal levels to coordinate reentry activities and to initiate recovery efforts of their respective governmental agencies. When activated, the RRG's activities will be coordinated through their respective EOC. The EOCs will assist RRG representatives by coordinating resources and logistical requirements being requested and provided by their governmental agencies. When activated, support to the individual RRG representatives will be coordinated through their respective EOC.
5. A Joint Information Center (JIC) will be opened during the disaster to provide public and media information. It will have representatives from government entities involved in recovery efforts. This activity will work in support and close coordination with the RRG, DFO, EOCs, and the RRTF.

C. Recovery Support Structure**1. State-Level Recovery Support Structure**

- a. Recovery will be according to this Appendix and the CEMP.
- b. The Governor, a designated representative, or other individual with legislative authority will represent the state in interactions with the facilities, local jurisdictions, FEMA, and other federal agencies.
- c. EMD will operate from the state EOC. Activities by state agencies will be according to the plans and procedures developed by the agency for recovery.
- d. State agency representatives will be called, as needed, to staff the state EOC during the response and recovery phase.
- e. A Public Information Officer (PIO) may be assigned to the Joint Information Center (JIC) of the local jurisdiction or facility experiencing the event during the recovery phase. This PIO will normally come from EMD, but other agencies may be asked to provide augmentation.
- f. Other state agencies may be required to assist in their areas as the need arises.

2. Local Jurisdiction Recovery Support Structure

- a. Recovery will be provided according to local plans, and the CEMP.
- b. Local emergency management personnel will operate from the local jurisdiction EOC or facility designated. Local agencies and first responders will operate in accordance with the plans, procedures and Standing Operating Procedures (SOPs) for recovery. If deemed appropriate the local jurisdiction elected officials may request that the RRG be assembled. The RRG composition and functions are detailed at Appendix 1, Tab C – Rebuilding and Reconstruction.